

WMD Pre-Incident Planning Team

Update: June 2004



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Lesson Administrative Page

Module: WMD Pre-Incident Planning Team

Scope: This program of study provides responders with a background in determining who the members of a local emergency response planning team should be to achieve the best results and create the most diversified planning team possible, bringing the most experienced and necessary people in the community together to plan for the worst-case scenario. The program examines the numerous Critical Response Actions (CRA) necessary to mitigate a WMD incident, and associates these actions with their appropriate critical response function. This allows the responders to better decide the appropriate people to include on the pre-incident planning team.

Instruction Objective(s):

Terminal Learning Objective: At the conclusion of this session, the responder can identify the requirements for a pre-incident planning team and its actions.

Enabling Learning Objective 1: Identify critical functions to be represented on the WMD pre-incident planning team and the CRA to be accomplished at a WMD incident

Practical Exercise: *In this practical exercise, the incident command responders will analyze a potential terrorist attack with a WMD to determine the composition of the pre-incident planning team. Using a matrix, the responders will identify all CRA across the spectrum of the event (notification to termination). The list of CRA will be further analyzed to determine the critical function responsible for completing the tasks. Each CRA will be assigned to the critical function. The responder will then determine, by the critical function, the group or agency most responsible for each task. Responsibility for critical functions will determine how the pre-incident planning team should be assembled.*

References:

- Occupational Safety and Health Administration, 29 CFR 1910.120(q).
- Environmental Protection Agency, 40 CFR Part 302 & 264.
- Environmental Protection Agency, 44 CFR Part 68 & 302.
- Department of Justice, Assessment and Strategy Development Toolkit, FY 99.
- Federal Emergency Management Agency, *Emergency Response to Terrorism Student Manual*, 1997.



- Federal Emergency Management Agency, *Guide for All Hazard Emergency Operations Planning* 1996.
- Department of Homeland Security, *Initial National Response Plan*, September 30, 2003.
- *Hazardous Material/Waste Handling for the Emergency Responder*, York and Gray, 1989.
- National Fire Protection Association, *Hazardous Materials Response Handbook*, 1997.

Duration: 3.0 Hours

Method of Instruction: Small group facilitated seminar with practical exercises

Instructor Ratio: 1:10 for small group instruction

Required Reading Assignment(s): None

Evaluation Strategy: Hands-on performance is measured by instructor evaluation of the tasks performed. The overall course presentation and relevance are evaluated through feedback offered at After Training Reviews (ATR), end-of-course critiques, and follow-on evaluations completed by all attendees.



Introduction

Pre-incident planning is an essential part of emergency preparedness. The fundamental logic underlying development of emergency plans is that these and related decisions must be addressed before an incident occurs. The development of response plans and a community Emergency Operations Plan (EOP) is required by numerous state and federal laws, including the Stafford Act, Presidential Decision Directive–39, and 44 CFR Part 302, SARA Title III. These state and local government EOPs must identify the available personnel, equipment, facilities, supplies, and other resources in the jurisdiction and list the actions to be taken by individuals and government services in the event of natural, man-made, and terrorist attack-related disasters. Members of a local planning team should also keep in mind the guidance offered by the National Response Plan and comply with its authority.

The purpose of pre-incident planning is to anticipate requirements, identify the members of the planning group, identify critical functions, identify tasks, and assign responsibilities to planning group members. This allows the group's members to control a WMD incident as effectively, safely, and efficiently as possible. Planning should be a continuous process. Periodic testing of the plan is essential to its success. As much planning as possible should be done before an incident happens. With an adequate plan in place, the chances of success in dealing with a WMD incident are much improved.

Many American communities have developed contingency plans and procedures for traumatic incidents. The historical concerns of communities have centered on industrial accidents, workplace violence, fires, armed robberies, death, etc. While these concerns are always important issues, communities must also prepare for the presence of terrorism in a rapidly-changing global community.

Progressive Severity—Terrorism is progressive in that it tends to escalate in severity. The 1993 World Trade Center bombing predated the more destructive 1995 Oklahoma City bombing, culminating in the World Trade Center and Pentagon attacks on September 11, 2001. Demands for higher payments are escalating in corporate kidnapping and ransom cases, and the tendency *not* to kill captives has diminished. Each event establishes new boundaries to be exceeded by future perpetrators.

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The warning signs of terrorist progression continue. In Islamabad on November 11, 2001, a well-known Pakistani newspaper editor reported that Saudi-born militant Osama bin Laden claimed to have chemical and nuclear weapons and could use them in response to U.S. attacks.

The media reports cyber-crime to be the fastest growing form of terrorism, offering many examples. A young man in Sweden electronically disabled 911 systems in southern Florida. From his home computer, a teenager shut down the lights and control tower of a Massachusetts airport. In Australia, a disgruntled former employee created overflow of raw sewage by hacking into a city's computers. Many are concerned with emergency services' potential vulnerability to cyber-terrorism following a major crisis, further increasing fear and casualties.

Fears are rising over bio-terrorism, chemical warfare, car bombs, attacks on American offshore assets, fraudulent access to postal facilities, and so forth. New hazards require updated planning and preparedness.

Copycat Syndrome—The latest terrorist acts in America have created new inspirations for copycats. Some are domestic crusaders, motivated by political and religious justifications. Some are enraged persons and groups or mentally disturbed individuals. Others could have criminal intent. No matter the motive, they are out there, planning terrorist acts with a new sense of magnitude and vigor.

Use of Leverage (the good and the evil)—Leverage has been used as a business strategy for many years. The concept is to grow products and companies with the greatest speed, while using the least amount of effort and expense. In this manner, the use of leverage in corporate America has been productive.

Unfortunately, terrorists have learned the concept of leverage quite well. The amount of expense and effort in the 9-11 attacks was minimal for the terrorists, yet the rippling effect of destruction and disruption has been enormous.

Following, thereafter, were the anthrax incidents. For the price of an envelope and a postage stamp, these terrorists have created huge disruptions and expenses to American government and corporations alike. Now, copycats can literally close down a facility by sending talcum powder through the mail. These are two examples of the latest use of terrorist leverage in corporate and governmental settings. There will be other uses of leverage in the future. Different destructive strategies and techniques will be utilized that have not yet been considered.

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Thinking Like a Terrorist—Terrorists (foreign and domestic copycats) are presently considering ways to leverage additional terror and destruction upon America. Corporate America appears to be a prime target. New crisis plans need to go into arenas that have not yet been broadly addressed, examining new perspectives and mindsets to become better prepared.

Establish a Planning Team—It is best to have an outside crisis-preparedness consultant who can assist in moving beyond preconceived mindsets, because this exercise takes team members into areas where they may lack skills or experience.

The planning team should consist of trusted and mature responders who understand the particulars of the community.

The planning team should consist of trusted and mature responders who understand the particulars of the community. The crisis planning exercise will address questions like, “If we wanted to take this community to its knees, what are ways we could do it?” The use of leverage should be considered. “What could we do to bring the greatest damage to this community with the least amount of time, expertise, and effort possible?” Out of this brainstorming will come the new perspectives needed to adapt to a less safe and secure corporate and national environment.

Make crisis planning a priority. Communities today must establish crisis prevention as an integral part of annual planning and budgeting, just as they prepare for other vital functions. Identify new threats in the environment and prepare for prevention and post-incident response. It is always better, and less expensive, to prevent a crisis or respond effectively than to endure a crisis unprepared. The new motto for crisis preparedness is “Be responsible, or you will *be responsible*.”

Critical Functions and Critical Response Actions

The plan should be developed in a manner that addresses general provisions of response and contains annexes for particular hazards. Some items critical to an adequate response and which should be addressed during the pre-incident planning phase include:

- *Direction and Control*—Direction and control is a critical emergency management function. It facilitates jurisdictions in analyzing situations and deciding how to respond appropriately and effectively.

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- *Communications*—Communications plans must be developed to ensure the ability of all response personnel to communicate effectively during the response.
- *Warning*—Warnings should include hazard-specific warning protocols to warn the public in clear and discernable manners.
- *Emergency Public Information*—Plans should address means to provide specific hazard information to the public and must address equipment and guidance to convey this information.
- *Public Protection*—Evacuations should address those conditions under which evacuation is an option, special instructions, evacuation routes, and transportation information.
- *Mass Care*—Mass care should address shelters, shelter requirements and locations, medicine, food, water, and decontamination capabilities.
- *Health and Medical Services*—This function should address treatment options for a particular hazard, medical facilities to provide treatment, and decontamination requirements and capabilities.
- *Law Enforcement*—This function should address the element of crime scene protection and evidence preservation and collection, as well as other safety and security considerations.
- *Fire Service*—This function should address firefighting, search and rescue, building collapse, first aid and other emergency services.
- *Public Works*—This function should address transportation, public infrastructure, sanitation, and other public needs.
- *Public Utilities*—This function should address, water, wastewater, gas, electrical, and communications infrastructure.
- *Mortuary Services*—This function should address mass fatality, forensic identification, temporary morgues, and other services.

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To address the critical functions that must be considered during pre-incident planning, *critical response actions* must be identified. Critical response actions are those actions (tasks) that must be accomplished during every phase of the incident response. Identifying all of the critical tasks and assigning them to a critical function will aid in identifying the pre-incident planning team. The jurisdiction planning team must identify members who possess a working knowledge of the presence of categories of facilities, sites, systems, and/or special events within that particular jurisdiction. These individuals can best speak to the critical functions that are of concern.

Federal and state agency representation is also critical to the assembly of a planning team. Special efforts should be made to ensure these agencies have representation on the planning team.

With the introduction of the initial National Response Plan, the Department of Homeland Security (DHS) has been assigned the lead federal law enforcement role in responding to acts of WMD terrorism or other criminal-related WMD incidents. As each WMD incident will have its own identity, the precedence of law enforcement responsibilities may be displaced at some time during the response phase by significant health and safety issues. At such times, DHS or the appointed Principal Federal Officer (PFO) will coordinate with the necessary federal agencies for consequence management responsibilities. The initial National Response Plan designates an Interagency Incident Management Group (IIMG) made up of officials from federal agencies that can offer input and assistance, under the leadership of DHS, in the event of a WMD incident.

Representatives of every agency in the response community who may become involved in a WMD incident should be included in the planning process as much as possible. In many cases, local agencies will have a counterpart at the state or federal level, or both; hence, a working relationship should already be in place. Likewise, state and federal plans become a source of information for development of the local plan.

Local, state, and federal agencies have specific support roles in the local response community.

- Local government focus is on public protection, emergency services, and restoration of critical public systems, and assessments to determine additional resource needs.

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- State agency focus is that of support to local efforts in terms of personnel, equipment, supplies, activation of additional support such as the National Guard, and requests for federal support.
- Federal agency support is defined in Homeland Security Presidential Directive–5 and outlined in the initial National Response Plan.

Target Categories

The pre-incident planning team must consider all the facilities, sites, and/or special events to be assessed in the jurisdictional area. Following is a list of potential targets:

- *Government Facilities*—Post offices, military installations, federal courthouses, state offices, and local government offices
- *Commercial and/or Industrial Facilities*—Defense contractor facilities, corporate headquarters, major manufacturing facilities, and other facilities employing large numbers of people where a disruption would have a major impact on the community
- *Transportation Centers*—Airports, train and bus terminals, trucking terminals, and water terminals and docks
- *Utilities*—Power, water, and gas generation processing or distribution centers; television and communications centers
- *Institutions*—Universities, technical schools, colleges, training centers, and research facilities
- *Recreational Facilities*—Stadiums, sports complexes, racetracks, and events attracting large crowds
- *Miscellaneous*—Facilities or events where a disruption would have a major impact on the community

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Target Criteria

A significant target exists if its destruction would result in any or all of the following:

- Large numbers of death and injuries
- Extensive damage or destruction of facilities that provide or sustain human needs
- Long-term catastrophic consequences to the local economic well-being of the community

In developing a target list, the potential targets within the jurisdiction should meet the aforementioned criteria.

For most law enforcement agency administrators, the perceived threat of a terrorist act or attack within their jurisdiction is a remote possibility. Unfortunately, one cannot predict, with any degree of confidence, when or where an incident of terrorism is likely to occur. Being prepared for any possibility is a hallmark of good administration, but preparation should be consistent, at least to some degree, with the probability of an event and available resources. It must also be measured against the potential impact such an event might have.

A terrorist act usually has a low probability of occurrence, but a high impact when it does happen (i.e., the 1993 World Trade Center bombing; the Unabomber murder of an advertising executive in Caldwell, New Jersey; the Oklahoma City bombing; and the September 11 attack). Serious consideration and effective joint planning in any law enforcement, criminal justice, public safety agency, or respective emergency management program serving the security and safety needs of citizens is critical.

Jurisdiction for the investigation of domestic terrorist acts rests primarily with federal agencies, but the local law enforcement agency or the established emergency management team plays an essential role when their local setting becomes the target. Recent history has proven that this action is necessary.

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It is because of the immediate municipal, county, and state roles that a ready-reference for countering terrorism is available—specifically for all law enforcement and related emergency management, civil defense, and security administrators—to provide a planning framework, identify specific needs, identify areas of threat and responsibility, and to provide a source of vital and proven-effective reference materials and information.

It is necessary that this type of model be implemented by all law enforcement agencies before an internal threat, scare, or resulting tragedy occurs. The most recommended program model on countering terrorism consists of eight vital parts: planning, operations, tactics, external considerations, events, acts, actors, and training.

Included are vital materials, exceeding present emergency management procedures, which can be duplicated easily to assist in planning activities and to distribute in an operational setting. Some of the procedures can be used the way they are, while others should be adapted to the particular jurisdiction.

The respective chief executive of a city, county, state, or jurisdiction will dictate the importance of preparation for a potential threat. An alarmist approach is of little value, but to ignore or belittle the threat can prove to be disastrous. A reasoned and balanced approach, emphasizing a departmental plan, offers a sensible model—recent events and historical warnings have repeatedly proven this. The warning signs are all around, yet too many in positions of authority, often because of denial, fail to recognize them.

This model for law enforcement to aid in countering terrorism represents the first step for the development of a truly effective plan. Although most of the preliminary work and research has been accomplished, the rest depends on the respective chief agency executive and the delegated professional joint planning groups.

Hopefully, there will never be a need for a jurisdictional use of this specialized model, but should an incident occur, the realization that there is a working plan in place is a tremendous comfort and reassurance.

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The Planning Team

To achieve an effective annex, the composition of the planning team must be correct. In a WMD incident response, the impact of the event will drive the composition of the planning team, whose primary initial duty is to determine the situations it must address and, then, catalog the required functions and responsibilities to resolve it. There are any numbers of ways to accomplish this task.

One such way is to develop a critical response functions and CRA matrix that assigns broad-based response functions across the vertical axis and lists the CRA on the horizontal axis. The CRA on the vertical axis are assigned to the critical functions on the horizontal axis.

When all CRA have been assigned to the critical functions, the planning team is identified. A member of each agency within the critical function should be named to the team. In some cases, the critical task will fall into the purview of multiple functions. The jurisdictional leader may designate a primary representative of the most obligated critical function.

Example—Critical Functions and Critical Response Actions Matrix

First, list all of the CRA required from the notification to the termination (recovery/restoration) of the incident. List all these actions on the horizontal axis of the matrix. These actions may also be described as tasks that need to be performed at the various levels.

The second step is to analyze the WMD incident. Visualize the incident and list all of the functions or functional areas required to respond and bring the event to a satisfactory termination. Approach the critical functions in the broad perspective (the macro view). List those functions and assign them across the vertical axis.

Third, assign each CRA to a critical function. When all CRA have been assigned to function, the planning team member requirements have been identified.

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Key Points

The inclusion of knowledgeable team members is crucial to the successful development of a good plan. CRA may involve more than one critical function. Persons familiar with those functions should identify them at the planning table.

Involve local, state, and federal agencies as much as possible in the planning effort because state and federal assistance may be involved in response situations.

Consider what may constitute a target from a terrorist perspective, and using a scenario, apply material discussed in class to the development of a list of potential targets.

Critical Response Actions (CRA)	Law Enforcement	Fire Service	Public Utilities	Public Works	Emergency Management	Emergency Medical	
Secure the scene	X			X			
Evacuate victims		X				X	
Notify public					X		

Notes



Tab A

Practical Exercise

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Background

Model City has a population of 65,000 (as of the 2000 U.S. Census) located in the northwest corner of the state (geographically, Alabama is used as the state). Model City is the fifth largest city in the state and is centrally located in a four-county area with a population of over 375,000 residents. It is surrounded by agricultural and rural environments, and is populated with both residents from the local surrounding area and from around the world. Model City is the county seat of Model County, and has a number of state and federal government agencies housed throughout the city.

Model City has a large population of persons with advanced degrees—masters, doctorates, and advanced professional degrees—and residents representing diverse regions, religions, and customs.

Model City Regional Airport is located within the city, and handles traffic as a regional airport. Security at the airport is provided by Model City Airport Authority Public Safety, as well as officers of the newly-formed Transportation Security Administration (TSA). Model City Airport has met the requirements of tighter restrictions, and has hired the required amount of TSA baggage/jet-way security check personnel. They have not met the bomb detection machine deadline, but are scheduled to do so in the next few months. The terminal is located in one building, with boarding gates emanating from the east end of the building. The airport handles a large amount of traffic, considering its size.



Scenario**Initial Intelligence Report**

TO: All Law Enforcement Agencies	FROM: National Crime Information Bureau	DATE: Local Date and Time
SUBJECT: Terrorist Activity Update (Eastern United States)		
<p>1. During the last several months, a group calling itself the People Against Oppressive Government (PAOG) has surfaced as a serious concern to all law enforcement agencies. Initial information leads federal officials to believe the group has been planning to take action against federal, state, and local government facilities—as well as potential actions against the general population. The group feels a statement can be made by a monumental attack in either area.</p> <p>PAOG members strongly believe that governments and conservative organizations are attempting to circumvent individual rights, and that through taxation and other legislative acts plan to reduce the population of the United States to indentured servitude. POAG also believes the motivations of government actions are directed by the minority rich segment of society, and therefore will target senior-ranking facilities of industry, banking, communication, and information. Individuals claiming to represent PAOG have taken credit for past attacks on government buildings, but there has never been enough evidence to validate these claims.</p> <p>2. Following the arrest last month of several members of the Abingdon Resistance League (ARL), an avowed anarchist movement, documents were discovered indicating plans for attacks in the near future. The plans targeted national institutions such as the headquarters of multi-national corporations, political parties, government buildings, military bases, etc. Among the documents was a list of cities law enforcement officials think may be potential targets. Model City was on that list.</p> <p>ARL documents indicate a capability to strike with not only conventional weapons, but also WMD material. The potential for ARL to employ WMD is assessed as credible because several of the members hold advanced degrees in scientific disciplines. The group is suspected of attempting to use a chemical WMD one year ago.</p> <p>3. Model City Police Department has established a new task force to address a rash of gang violence. Over the past six months, five gang-related shootings resulting in one homicide have occurred. Police believe this is part of a nationwide gang effort by the 20,000-strong Gangster Apostles to take over drug and associated money-laundering criminal activities in communities.</p> <p>4. Green Forever, an environmental group against the proliferation of nuclear power plants, is scheduling a protest in Model City. Their protest is staged to coincide with National Power and Light's kickoff ceremony for the new Model City Nuclear Power Plant. The estimated number of protesters is 250 to 500.</p>		

